

**Center for  
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Economic  
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**TOURISM-RELATED  
GOVERNMENT JOBS**

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**CENTER FOR BUSINESS AND ECONOMIC FORECASTING, INC**

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This unique work would not have been possible without the technical and financial contributions provided by these partners. This report is available on the DOLA Website at <http://www.dola.state.co.us/demog/cbef/tourism-gvt.pdf> and is a companion to the 1999 report at the same site called <http://www.dola.state.co.us/demog/cbef/tourism99.pdf>. The first report with 1997 data is called <http://www.dola.state.co.us/demog/cbef/tourism.pdf>.

Other Demography Section and CBEF reports may be useful in combination with this data. Go to the following addresses:

<http://www.dola.state.co.us/demog/>

<http://www.dola.state.co.us/demog/cbef/JELFS.htm>

<http://www.dola.state.co.us/demog/cbef/regproj.htm>

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# TOURISM-RELATED GOVERNMENT JOBS

## SUMMARY OF RESULTS

Government tourism jobs are those that provide direct services to tourists or second home owners. Government is one of the state's largest basic employers. In 1999, there were 367,253 employed in all levels of government. Over 100,000 of these were basic jobs. It is estimated that 6,084 government jobs were directly related to tourism. In both private and government sectors, tourism accounted for 218,306 direct base jobs in the state of Colorado.

Private Sector and Government Tourism Jobs By Region and for Select Counties					
Region or County	Private Sector	Govt. Jobs	Region or County	Private Sector	Govt. Jobs
STATE TOTAL *	212,222	6,046	Region 12	43,667	836
<b>FRONT RANGE</b>	<b>111,038</b>	<b>3,173</b>	Eagle	16,833	337
Denver Metro	80,244	2,052	Grand	4,283	164
Colo. Springs	15,916	223	Pitkin	9,355	133
Fort Collins	9,373	694	Summit	13,121	181
Pueblo MSA	2,722	132	<b>CENTRAL MTNS</b>	<b>14,256</b>	<b>352</b>
Greeley PMS	2,784	72	Region 13	4,279	129
<b>WSTRN. SLOPE</b>	<b>81,821</b>	<b>2,242</b>	Chaffee	2,117	72
Region 9	11,781	444	Region 14	704	31
La Plata	7,955	194	Region 3n	5,318	90
Montezuma	2,163	205	Gilpin	4,315	54
Region 10	10,726	390	Region 4n	3,955	102
Gunnison	3,625	141	Teller	3,281	59
Montrose	1,741	108	<b>E. PLAINS, SLV</b>	<b>3,432</b>	<b>279</b>
San Miguel	3,464	62	Region 1	829	66
Region 11	15,646	572	Region 5	444	10
Garfield	3,604	127	Region 6	608	73
Mesa	5,098	205	Region 8	1,551	130
Routt	6,043	158			
* Regional totals do not add to state total because of the 1,712 private sector and government or special dist. utility and communications positions allocated only at the state level.					

The table on the previous page shows the distribution of both government sector and private jobs by region for the major tourism counties. Note that 38 direct tourism jobs in public sector utilities as well as 1,674 in private utilities are not included, as these jobs were not allocated by county. Approximately one-third of the public-sector tourism jobs are located in Metro Denver and just over half are found in the Front Range counties. Significant numbers of government tourism jobs are also found in the major tourist counties.

Local governments accounted for the largest number of tourism jobs with 2,659. An estimated 2,156 were with the Federal government and 1,269 were with state agencies. Outdoor recreation and parks together made up over half of the government jobs. Skiing and touring each had more than 500 jobs. Almost 71 percent of the jobs, or 4,307 were due to out-of-state tourism (see table below).

1999 Basic Tourism Government Jobs by Category						
	Tourism	CATEGORY				
	Jobs	Skiing	Resorts	Outdoor	Parks	Spl Evnt
TOTAL TOURISM WITH GOVT.	218,306	30,890	21,277	29,534	13,113	19,950
Private Sector Tourism Jobs	212,222	30,347	20,912	27,891	11,595	19,660
Total Government Tourism Jobs	6,084	544	365	1,644	1,518	290
Federal	2,156	24	44	719	1,158	1
State	1,269	37	32	601	173	57
Local	2,659	483	290	324	187	231
Government Jobs:						
Due to Instate Tourism	1,739	90	87	618	411	83
Due to out-of-state Tourism	4,307	449	275	1,021	1,105	203
	CATEGORY					
	City	Busns	Casinos	Touring	VFR	Other
TOTAL TOURISM WITH GOVT.	17,921	28,870	6,383	21,860	21,682	6,825
Private Sector Tourism Jobs	17,706	28,433	6,305	21,335	21,320	6,717
Total Government Tourism Jobs	214	437	78	525	362	107
Federal	14	8	0	152	30	7
State	48	74	6	152	83	6
Local	152	356	72	220	249	94
Government Jobs:						
Due to Instate Tourism	92	72	73	120	68	25
Due to out-of-state Tourism	119	360	4	401	290	80

## **PREPARATION OF ESTIMATES**

In preparing the estimates, CBEF classified all government jobs into three distinct groups listed below. For the first two groups, the estimates were done in a different manner as described as described in the following paragraphs. The third group had almost no relationship to tourism. The groups are as follows:

1. those that were obviously tourism-related
2. general government services like police and firefighting, and
3. those that had no direct connection to tourism like education, social and national security (Dept. of Defense) jobs.

### **Obviously tourism-related jobs**

For government functions with providing distinct services to visitors, e.g. airports, the tourism jobs were estimated by direct examination. Analysis of budgets, county or municipal employment records and other such documents was combined with personal phone interviews of government agencies or other experts. The county in which these jobs were located was determined or verified through a similar approach. The new estimates of tourism jobs by county exist in the DOLA database and are available upon request in spreadsheet form. The sources of employment data were, in most cases, the ES202 unemployment insurance reports. These estimates are described in detail below.

### Federal Government Employment

The administration of Federal lands includes many tourism jobs. In the Standard Industrial Code (SIC) 9512 "Land, mineral and wildlife conservation" there were several agencies with tourism-related jobs: the Bureau of Reclamation, which oversees many of the state's reservoirs, the Forest Service, the Bureau of Land Management, and in SIC 7999 "Amusement and recreation, nec," the National Park Service.

Although the Bureau of Reclamation owns 30 of the state's reservoirs, most are leased to other agencies. Colorado's Division of Parks manages 10 of these reservoirs, e.g. one in Pueblo and one in Ridgeway. Of the 1,799 employed in Denver only 9 are tourism/recreation related. Staff in the two different divisions in Colorado provide either nationwide policy assistance or technical services to the western U.S. The technical support staff numbers approximately 1,400 and works with dams, water and air quality, as well as wildlife issues.

The Bureau of Land Management (BLM) has responsibility for managing approximately 8 million acres of public lands in Colorado. This land belongs to the nation and is managed under the U.S. Department of the Interior for both the production of commodities such as grazing, mining and oil and gas as well as for recreation and tourism use and cultural resources. BLM's relatively small investment in visitor and community services is geared to benefit both visitors and gateway communities to these public lands, including destination resorts and "base camp" metropolitan areas, as well as to sustain

these distinctive public resource landscapes. Of the total labor force of 1,002, the full-time equivalent of tourism-recreation related jobs for BLM number only 62. These positions are distributed among twelve BLM Field Offices and in BLM's Colorado State Office in Lakewood.

The USDA-Forest Service is responsible for the protection and management of natural resources that occur within seven National Forests and two National Grasslands in Colorado. Providing outdoor recreation opportunities to both Colorado residents and visitors is one of the most important responsibilities that the agency has. Of the 2,187 employees of the Forest Service in Colorado in 1999, 37% were working to provide and manage recreation.

The National Park Service (NPS) is listed in SIC 7999 with 5 jobs in Metro area and in 9512 with 558 employees in Jefferson County. All NPS jobs were assumed to be direct basic tourism positions. NPS also shows 693 jobs in SIC 7999 in counties where there are national monuments or parks. For example, staff for Mesa Verde, based in Cortez (Montezuma County) numbered 143. Rocky Mountain National Park employed 270 in Larimer County and 37 in Grand County. The Black Canyon of the Gunnison employed 52 in Gunnison County and 21 in Montrose.

Airports are another area with a significant number of tourism-based jobs. The Federal Aviation Administration (FAA) employs 546 in Colorado, but only a portion of overall FAA administration and controllers in towers where there are commercial airports were counted as tourism direct base. The following federal airport controllers can be attributed to tourism, according to Nance Early of the FAA, who was familiar with the Wilbur Smith Report. In Pitkin County, out of 10 controllers, 4 are tourism related, with one of those controllers handling second home owners. In Eagle, there are 4 controllers, and of those 2 are tourism-related. Grand Junction has 10 controllers, but only 1 can be attributed to tourism. Pueblo would be zero tourism. The airport in Colorado Springs has a 24-hour control tower like DIA with 5 people that are tourism related. At DIA 30 people could be tourism-related. In addition to these controller positions, Denver-metro area employment had 170 more positions. The Wilbur Smith Report attributed 38% of all passenger traffic to visitors. The balance was due to local use and the hub activities.

Federal government colleges and universities, in SIC 8221, were all defense department related. The Air Force Academy in Colorado Springs has a visitors' center and gift shop that employs 17, which were the only tourism jobs in this SIC.

#### State Government Employment

The Colorado Department of Natural Resources (DNR) employed 1,808 in SIC 9512 "Land, mineral and wildlife conservation." Two DNR divisions, parks and wildlife, have substantial tourism activities (868 out of the total 1,808 positions). Each division of DNR prepared estimates of tourism-related jobs by county. Division of Wildlife (DOW) positions numbered 571 and Division of Parks jobs totaled 297.

DNR's Division of Wildlife has a two-fold mission: first, to preserve wildlife (ostensibly not directly for recreation but ultimately leading to part 2 of the department's mission); and second, to provide people with the opportunity to enjoy wildlife. The DOW jobs support hunting, fishing recreation and watchable wildlife regardless of where the jobs are located. For example, a customer service position at DOW's office in Hot Sulphur Springs spends a significant portion of his/her time interacting with actual or prospective hunters or anglers. The same is true even with Denver office staff, but the link is not as directly connected with the actual "tourist" activity. Even DOW engineers in Denver spend their time designing fish hatcheries or planning the restoration of a river environment in order to promote additional or higher quality fishing recreation. It was therefore assumed all DOW jobs were recreation/tourism-related regardless of job class or location.

The State Aeronautics Division is part of the Department of Transportation and employs only 7 workers, all of them located in the Denver metro area. SIC 9621, "Regulation, Administration of Transportation" shows only 1 job at the state level. At the state level, CDOT jobs are located in SIC 1611, as part of the construction industry and totaled 3,069 in 1999. Of those, only 334 were tourism related, since only 10.9% of highway fuel taxes are collected from those living outside Colorado. This proportion is based on the Colorado Department of Revenue's Colorado Tax Profile Study-1994. The CDOT jobs by county times 10.9% yielded each county's tourism estimates

#### Local Government Employment

Local government jobs related to commercial aviation airports actually totaled 1,346 in 1999. Of those positions, 472 were tourism related. Airports are owned in a variety of ways. The county can own them, such as the Yampa Valley Regional Airport, which serves Routt County and Steamboat Springs. They can be city-owned such as DIA and the Colorado Springs airport. Special authorities or enterprises own facilities in Weld and Arapahoe Counties. Total local government operations relate to fire protection, building and runway maintenance such as snow plowing, landscaping and general management. The airport manager and some accounting/payroll staff are typically located right at the airport. However, local governments, as part of their general support of the airport, often handle legal work for leases and contracts as well as some general payroll, accounts payable and receivables. Often fixed base operators (FBOs) handle fuel sales, pilots' lounges and restaurants. FBO jobs are part of the private sector estimates.

Some obviously tourism-related local government employment was found in SIC 4111 (local transit) in Gunnison County. Also, in SIC 79, community-owned skiing and other amusement and recreation positions such as the golf courses in Grand, Mesa and Eagle counties were identified as, in part, tourism-related.

## General Government Service Jobs

The government jobs that were readily identifiable as tourism-related in the ES202 reports were spelled out above. However, there were other government jobs that provided services to tourists along with the general population. These “general government” jobs were allocated by formula rather than estimated directly in each county. Workers in these jobs provide direct services to tourists, but the numbers serving tourists could not be easily estimated directly by consulting the relevant agency. Only state and local jobs were judged to fall in this category.

The available data also made estimating tourism-related employment by county difficult. Most of the employees are local government workers, e.g. water supply, police, fire, and the county sheriff departments that do search and rescue missions. The ES202 reports show many of these employees in the “Executive and Legislative Combines” or “General Government, nec” classifications rather than reporting by function. State police or highway patrol are not classified within SIC 9221, Police Protection, where ES202 reports list only 82 local government jobs. Police are within SIC 9199 “General Government, nec” with 12,346 jobs or SIC 9131, “Executive and Legislative Combines” with 51,887 jobs, depending on each county or municipal government’s structure or the entity’s reporting practice.

For jobs in the general categories, extensive use was made of the Census of Governments data, which reports workers by function. Census of Governments county-level data are difficult to obtain without aggregating the reports for each city, county and special district government body so it was necessary to also devise a formula to allocate these jobs among counties.

Estimating tourism employees in these general categories was based on allocation formulas, which estimate the proportion of workers serving tourists and then allocating these workers into the state’s counties. Two general principles apply here. First private jobs in tourism and other areas serve as a proxy for use of services. For example, direct base tourism jobs serve as a proxy for tourism service demand while total jobs serve as a proxy for demand by tourists, households, government and business. The ratio of these two job numbers can then be applied to government jobs to obtain the proportion of the government jobs serving tourists. The same principal can be used to allocate government jobs among counties. These calculations are summarized below for police jobs:

**Statewide Police Tourism Jobs=Total Statewide Police Jobs x Total State Tourism Jobs / Total State Jobs**

**County Z Police Tourism Jobs= Statewide Police Tourism Jobs x Total Tourism Jobs in County Z / Total Tourism Jobs in State**

....combining the two above formulas,

**County Z Police Tourism Jobs= Total Statewide Police Jobs x Total Tourism Jobs in County Z / Total State Jobs**



In the example covered by the above equations, local police provide direct service to all businesses, governments and local residents as well as to tourists. Therefore, tourism's share of all police jobs is estimated as tourism jobs divided by total jobs. Then, one county's share of the state total police tourism jobs is that county's direct base tourism jobs divided by the total state direct tourism jobs. Another general category, local firefighters, was thought to provide direct services only to those tourists owning second homes. For firefighters, the proportion of tourism jobs in construction and real estate out of total jobs served as a proxy for the share of demand by second homeowners.

Although all local governments could not be examined individually, CBEF obtained budget information for the two largest local governments, Denver and Colorado Springs. The tourism share for these two cities was, in general, estimated the same way as those for other counties. For example, Colorado Springs tourism related police jobs are total Colorado Springs police jobs times the ratio of direct base tourism jobs to total jobs in the city. For Denver, the allocation proportion used is the tourism proportion for the metro area. The total general government Denver and Colorado Springs jobs for police, firefighting, etc. were deducted from state totals before they were allocated for the remaining counties.

### **Government Jobs with no direct connection to tourism**

Major government functions that were judged to have no direct tourist jobs and therefore were omitted include state and local education, courts, correction facilities and many types of government administration. At the federal level, agriculture, housing, public health, social and national security (Dept. of Defense) jobs were excluded, with the exception of the visitors' center at the Air Force Academy in Colorado Springs.

### **Government jobs by tourism category**

For the most part, government tourism jobs in each county were allocated in the same proportions as private sector jobs in that county. However, in some cases there were obvious large employers like state or national parks or airports dedicated to skier traffic such as in Routt or Eagle County. CBEF did not have information to develop more precise allocations. Review at the county level is recommended before the 1999 category allocations are finalized for 1999 or applied to the 2000 data.

### **In-state tourism jobs & municipal utilities**

To estimate the number of jobs due to in-state tourism it was assumed that the instate share of government jobs in each government category was that same as for private sector jobs. This assumption reflects the view that the distribution of jobs is a proxy for service demand and is similar for publicly and privately delivered services. As was the case for private jobs, instate shares were estimated only for the state as a whole (see table, p. 2).

Public sector utility jobs were estimated in the same manner as private sector utility jobs. They reflect the share of demand from second homes. Tourism-based utility jobs for both public and private sectors were estimated only for the state as a whole.